

Section I

Introduction

A. Purpose of the Consolidated Plan

The King County Consortium's *Consolidated Housing and Community Development Plan for 2000-2003* serves as a consolidated application and plan for the use of certain federal housing and community development funds in King County outside the City of Seattle.

Following guidelines established by the U.S. Department of Housing and Urban Development, King County prepares the *Consolidated Plan* on behalf of a consortium comprising 35 cities and towns, along with the unincorporated areas King County. The Consortium is committed to finding effective, coordinated approaches to address the unmet housing and community development needs of its low- and moderate-income residents.

Federal Programs Covered by the Consolidated Plan¹

Federal Fund Source	Geographic Areas Covered ²	Major Allowable Activities
Community Development Block Grant (CDBG)	All King County except Auburn, Bellevue, and Seattle	Community facilities, housing, infrastructure improvements, economic development, human services, and more.
HOME Investment Partnership (HOME)	All King County except Seattle	Housing
Emergency Shelter Grant Program (ESG)	All King County except and Seattle	Services and operations for emergency shelters for homeless people

¹ Please see appendices B, C and D for specific information about the three federal programs.

² In addition, the cities of Normandy Park, Medina, and Milton have chosen not participate in the Consortium. Therefore, no HUD entitlement funds are available to address the needs of these residents.

Guidance on federal McKinney homeless assistance funds. In addition to the funds listed above, the Consolidated Plan provides guidance on the priorities for the use of federal homeless assistance funds accessed through an annual, national continuum of care competition.

Plan covers a consortium of King County jurisdictions. King County prepares the H&CD Plan on behalf of the King County Consortium. The Consortium, organized in 1975 to receive Community Development Block Grant (CDBG) funds as an entitlement urban county, comprises 33 cities and towns and the unincorporated areas of the County. The cities of Bellevue and Auburn have joined this Consortium for the purpose of sharing HOME funds; the HOME Consortium comprises 35 jurisdictions. The King County Consortium has selected a single program year of January 1 to December 31 for all the federal programs.

Note: The City of Seattle administers its own program and develops its own Consolidated Plan for Housing and Community Development. For more information contact the Seattle Human Services Department at (206) 684-0253.

Jurisdictions' responsibilities. King County is responsible for housing and community development planning and implementation, and for coordinating assisted housing activities for low- and moderate-income households at or below 80 percent of the median income in the CDBG Consortium. Housing staff manage and monitor single family and multifamily housing rehabilitation programs and work with local jurisdictions, public housing authorities, and nonprofit organizations in funding and implementing projects. Community development staff work with cities, other public agencies and nonprofit organizations in funding and implementing CDBG projects.

The County is also responsible for land use planning, development review, and policy implementation for all development in unincorporated King County. Each Consortium member jurisdiction is responsible for its own similar activities.

B. Goals of the Consolidated Plan

The overall goals of the federal grant programs are to strengthen partnerships between jurisdictions and other government agencies, nonprofit and for-profit organizations to enable those organizations to provide decent and affordable housing, establish and maintain a suitable living environment, and expand economic opportunities for every resident, particularly those at or below 80 percent of the median income.

GOAL: Ensure Decent, Affordable Housing

The goal of the 1990 National Affordable Housing Act is to ensure that every American family be able to afford a decent home in a suitable living environment. Consortium policies encourage housing delivery in a manner that increases affordable housing opportunities through countywide distribution and neighborhood revitalization. Unfortunately, the federal housing subsidies which historically were used to meet the needs of households at or below 80% of the median income are substantially reduced today. Further, households with little or no income, including homeless and individuals with special needs, are a growing proportion of those who need housing assistance.

GOAL: Establish and Maintain a Suitable Living Environment

The Consortium is concerned with not only housing production, preservation and rehabilitation, but also with ensuring linkages among housing, support services and other community development efforts. The Consortium supports activities such as critical human services, rehabilitation of community facilities, and infrastructure improvements to provide residents of low- and moderate-income or slum/blighted neighborhoods a suitable living environment which will enhance their quality of life.

GOAL: Expand Economic Opportunities

The Consortium supports economic development activities through the Economic Development Program which provides technical assistance and loans to businesses throughout King County outside the City of Seattle. The Office provides Community Development Interim Loans to businesses and other nonprofit agencies on a short-term basis.

The H&CD Plan sets the strategies and programs for housing and community development assistance based on an analysis of current housing and community development needs, an assessment of available housing and community development resources, as well as other regional planning efforts underway. It emphasizes housing assistance to those with very low or no income but also attempts a balance in housing programs to serve owners and renters at or below 80% of the median income, elderly residents, families, homeless people, and those with special housing needs.

The H&CD Plan includes the most complete 1990 census information available with special tabulations regarding need provided by HUD. The Plan will be updated when data from the 2000 Census is available.

C. Structure & Governance of the King County Consortium

King County is grantee. King County is the official grantee which receives CDBG, HOME and ESG funds on behalf of the King County Consortium. As discussed earlier, King County is responsible for the development and coordination of the Consortium's H&CD Plan and application for those federal grant programs. King County is also responsible for the overall administration, planning, monitoring and reporting requirements for the HUD programs. In addition, King County administers a housing repair program, a homelessness prevention program, and an economic development program on behalf of the CDBG Consortium.

Interjurisdictional committee serves as policy-making body of the Consortium. The Joint Recommendations Committee (JRC) serves as the policy-making body of the Consortium. The JRC is an advisory body to the King County Executive and is involved in the development, review, and endorsement of the H&CD Plan. The JRC consists of four County representatives (Unincorporated Area Council members or County department directors or their designees) and five representatives (planning directors or elected officials) from the suburban cities. Two city representatives are from north and east King County, two city representatives are from south King County and one city representative is from the cities of Auburn or Bellevue who only participate in the HOME Consortium.

Special arrangement for administration of CDBG funds. The CDBG funds are divided among the 16 larger suburban cities which elect to take a direct "pass-through" of CDBG funds, and the County, which administers the County and Small Cities Fund for unincorporated King County and the smaller suburban cities. The Pass-through Cities are Bothell, Burien, Covington, Des Moines, Enumclaw, Federal Way, Issaquah, Kent, Kirkland, Lake Forest Park, Mercer Island, Redmond, Renton, SeaTac, Shoreline and Tukwila. The cities and the County allocate CDBG based on consortium-wide objectives and federal requirements.

Figure 1-1

Distribution of 2000 CDBG Funds

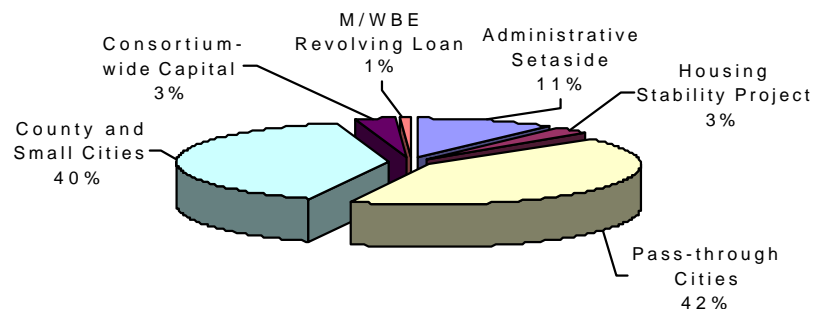
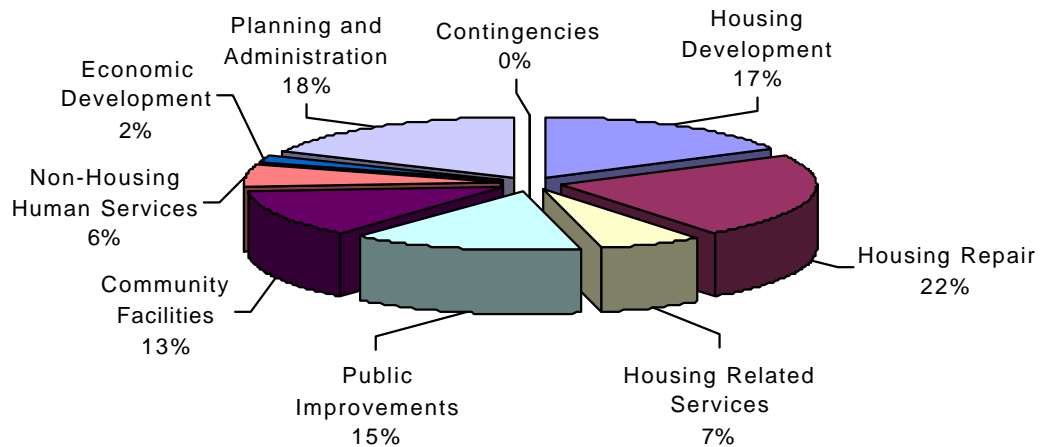


Figure 1-2

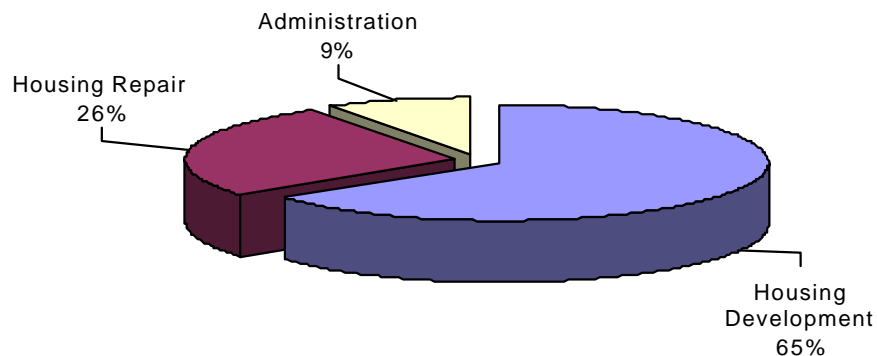
1999 CDBG Allocations by Activity



Administration of HOME and ESG funds. King County administers the HOME funds and ESG funds on behalf of the HOME Consortium, which includes the cities of Bellevue and Auburn. HOME funds are allocated along with other King County housing resources—the County and Small Cities CDBG housing development funds and the King County Housing Opportunity Fund (HOF). A working group of Consortium city and County staff meet to develop recommendations for HOF, HOME and ESG projects which are then adopted by the JRC.

Figure 1-3

1999 HOME Allocations by Activity



Consortium also administers grant funds for homeless programs. In addition to its federal block grants, King County applies for and administers certain federal grants for homelessness assistance. This includes administration of the countywide Shelter Plus Care (SPC) program (rental assistance for homeless people with disabilities), as well administration of several Supportive Housing Program grants for transitional housing programs located in the Consortium.

D. Process Used to Develop the Plan

As the lead agency for the Consortium, King County consulted with and involved numerous stakeholders in preparing the Consolidated Plan.

- Mailing to over 600 organizations informing them of our Consolidated Plan process and inviting them to get involved.
- Staff and consultants developed housing market analysis and housing need data based on 1990 census, Dupre + Scott market surveys, special commissioned report from Dupre + Scott on housing affordability in King County, King County Market Rate Housing Report (metrokc.gov/exec/news/1999/032999), King County's *Annual Growth Report*, demand data from the Community Information Line, and use data from state and county agencies which serve people with special needs.
- County convened a "Housing Strategy Team" which reviewed data, discussed housing objectives and developed performance targets (described in more detail below under G. Public Participation).
- Consulted with King County Housing Authority and Renton Housing Authority on their initiatives and needs of public housing residents.
- Consulted with the King County Mental Health, Chemical Abuse, and Dependency Services Division, the Developmental Disabilities Division, and the Seattle-King County Department of Public Health on the needs of special need populations.
- Consulted with Public Health on need for lead based paint abatement.
- Consulted with cities and King County Office of Civil Rights and Enforcement on fair housing issues.
- Conducted separate planning process for Continuum of Care Plan and worked with the Homeless Advisory Group on the homelessness needs data, proposed homelessness objective and accomplishments.
- Sponsored 3 public forums in Bothell, Kent and Mercer Island on housing; participants shared their views on how to prioritize funds for housing.

- Surveyed cities in the King County Consortium on their community development needs: public infrastructure, community facilities, public services and economic development.
- Worked with Consortium cities to develop non-housing community development objectives and performance targets.
- Consulted with King County Economic Development Office on economic development needs.
- Reviewed and analyzed human service needs assessment documents.
- Surveyed social service agencies and County programs on their community facility needs.
- Conducted telephone survey of housing and human service needs in east urban and rural areas of King County; will conduct survey in north and south urban areas of King County in 1999.

E. Coordination

King County coordinated extensively with consortium members, with service providers, and with other nearby entitlement jurisdictions.

- **Coordination among consortium members.** King County convened several meetings with the Consortium cities to inform them about the plan and enlisted their assistance in identifying housing and community development needs. They identified priority needs in their communities and obstacles to meeting those needs.
- **Coordination with service providers.** Service providers participated in the “Housing Strategy Team” meetings described in Section G. H&CD staff presented the draft Consolidated Plan at various provider meetings to discuss the priority needs and objectives of the Plan.
- **Coordination with other entitlements.** King County and City of Seattle staff collaborated on the Continuum of Care Plan and worked together on the annual application for McKinney Homelessness Assistance Program. The information for the application was used to complete the homelessness table and objectives.

The Cities of Bellevue and Auburn staff participated in the Housing Strategy Team meetings which developed the housing objectives. Several East King County cities also participated in the East Urban human services needs assessment which prioritized human service needs the various jurisdictions would address with federal, state, local and private funds.

F. Institutional Structure

King County's housing and community development strategies will be carried out by a variety of agencies and organizations involved with housing and human services. Figure 1-4 identifies the public, private and nonprofit organizations expected to be involved.

1. Coordination within County Government Structure

Several County departments work on housing and community development issues. The King County Department of Development and Environmental Services (DDES) develops land use regulations pursuant to the County's comprehensive plan and works with the Department of Community and Human Services' Housing and Community Development (HCD) Program to implement housing policies.

The Department of Construction and Facilities Management, Property Services Division, implements King County's surplus property ordinance, giving priority to housing as a use for suitable surplus property, and working closely with HCD.

Organization of the Housing and Community Development Program.

The HCD Program has three sections which are funded through federal housing and community development funds: 1) Housing Policy and Programs; 2) Community Development and 3) Housing Repair. The Housing Policy and Programs Section is responsible for developing overall housing policy for unincorporated King County and administering the local Housing Opportunity Funds (HOF), as well as federal HOME, ESG and CDBG allocated to housing developments. The housing policies affecting the King County CDBG and HOME Consortia are the housing strategies identified in this plan. The Consortium city community development functions are also integrated with the land use planning and regulatory functions within those cities. The Community Development Section administers the overall CDBG entitlement for the Consortium. The Housing Repair Section administers the housing repair program for the unincorporated King County and with most of the Consortium cities except the cities of Kent and Renton which administer their own housing repair programs.

Linking housing and services. King County encourages strong links between housing and services, particularly for populations needing supportive services. For example, the King County HOF gives priority to proposals which link support services to housing units, especially for those populations for which King County has a service responsibility. These include persons

with mental illness, developmental disabilities and persons with substance abuse issues.

In addition, King County is actively integrating its mental health and substance abuse systems, and in 1999 merged what had been two separate divisions. The County's system integration efforts were highlighted in a recent report issued by the General Accounting Office, *Integrating and Evaluating Homeless Assistance Programs* (June 1999).

Interdepartmental governance group makes recommendations on use of federal funds. The County members of the Joint Recommendations Committee (JRC) which awards HOF funds is composed of representatives from DDES (land use), the Department of Public Health, the Department of Community and Human Services and the Office of Budget. This structure might change soon as it has recently been negotiated that a representative from one of the unincorporated King County Area Councils be a member of the JRC. Consequently, one of the current King County Department representatives will no longer serve on the JRC. The linkage with County programs allows housing developers to gain commitments for support services funding from County agencies with service responsibility. As a result, the people in the housing units have the support services they need to be successful in the housing.

Overall, the institutional structure in King County is relatively strong. Agencies and organizations involved with housing and related services enjoy good working relationships. There is a free exchange of information and technical assistance, which supports a more effective, coordinated housing delivery system.

2. Additional Development Capacity Needed

Few development agencies operate in the County outside Seattle. Despite this climate of cooperation, the overall development capacity in King County still needs to expand. Although the King County Housing Authority develops housing and owns and manages units, there are only a small number of agencies with limited capacity to develop, own, and manage additional housing units. These organizations need technical and financial assistance to increase capacity and develop more units.

While the City of Seattle has at least 17 nonprofit housing developers, many of which have been producing housing for over a decade, there are 10 operating in King County. In addition, those that do serve the County are not usually based in specific communities, but generally serve a subregion or operate countywide. Housing needs in County subregions are very different. Community based housing developers would be able to tailor housing projects to needs.

There are basically three types of housing developers where more capacity is needed— the Housing Authority; nonprofit housing sponsors whose purpose is to own, manage and operate housing; and service organizations which develop housing for their specific client population. The County provides technical assistance to these service organizations by linking with an organization specializing in housing development, and also provides capital resources to establish housing for their clients.

Over the last year, strides have been made, especially within the Affinity Group of the Seattle-King County Housing Development Consortium to encourage more development by existing, experienced organizations. Some organizations whose geographic sphere had traditionally been limited to Seattle are now beginning to develop housing in other areas of the County.

King County will continue to provide project-related capital support to build the capacity for community-based nonprofits, and will continue to encourage partnerships between public and private developers and the housing authorities. This will include start-up, technical assistance, and training activities. In addition, within the HOME Program a small amount of federal funding is available to develop capacity when a nonprofit housing development agency meets the HOME program definition of a Community Housing Development Organization. County staff will provide technical assistance to agencies in designing and implementing housing projects.

Figure 1-4
Institutional Structure – Major Entities

Institution	Purpose and Role
Public	
1. King County HCD	Provides housing planning, policy and program development, technical assistance, and implementation of land use incentives for affordable housing. Operates housing repair and rehabilitation programs. Administers housing development funds including CDBG HOME, McKinney homeless grants, and local Housing Opportunity Funds.
2. Consortium City Partners	Provide housing and community development policy and planning. Select CDBG projects at local level. Some cities operate housing repair and rehabilitation programs and have developed senior housing projects using local funds.
3. King County Housing Authority	Administers a total of 11,626 housing units dispersed among 23 suburban cities and unincorporated areas. Owns and manages 3,384 public housing units, develops other low/moderate income housing projects including home ownership programs; administers a 3,737 - unit Section 8 rental assistance program; administers CDBG-funded housing repair program.
4. Renton Housing Authority	Owns and manages 525 public housing units and administers the Section 8 rental assistance program.
5. King County Dept. of Community and Human Services	Policy and planning activities and service responsibility for mental health, chemical dependency, developmental disabilities, domestic violence, veterans, youth, aging.
6. WA State Dept. of Comm. Dev.	Administers Housing Trust Fund, provides technical assistance, especially to non-metropolitan areas, administer Section 8 and CDBG program in non-entitlement areas, administers state HOME program. Policy and planning related to housing and community development on statewide basis. Also administers state funds for homelessness.
7. WA State Housing Finance Comm.	Serves as a conduit for financing; administers the single and multifamily mortgage revenue bond program, low-income housing tax credit program, and special nonprofit bond financing program.
8. Federal Housing Administration (FHA)	Provides mortgage insurance for owner occupied housing with up to four units. Some insurance is available with lower downpayments.
Private	
9. Federal Home Loan Bank	Provides member banks with wholesale financing, provides housing subsidies from the Affordable Housing Program and Community Investment Fund for projects which benefit low and moderate income households.
10. Private Lenders	Provide market rate debt financing for low and moderate income housing projects.
11. Private Developers	Build market rate single family and multifamily housing.
12. Federal National Mortgage Association (FannieMae)	Provides a secondary market for mortgages which expands the availability of funds available for mortgage lenders and provides various programs making it easier for purchasers of owner occupied housing to qualify for mortgages.
Nonprofit Organizations	
13. Washington Community Development Loan Fund	Private sector board (Local Initiatives Support Corporation) raises corporate funds.
14. Housing Partnership	Advocates countywide for moderate income housing, prepares position papers, public presentations to raise public awareness of need for below market rate rental and homeownership including employer assisted housing.
15. Housing Developers-Consultants-Common Ground, Environmental Works, etc.	Housing development consultants assist sponsors to develop and package housing projects, secure funding, and manage implementation.
16. Housing Counseling Agencies	Provide tenant/landlord information, fair housing assistance, and mortgage default counseling.
17. Social Service Providers, (Multi-service Centers, Catholic Community Services, YMCA, Salvation Army, Habitat for Humanity, American Red Cross, etc.)	Provide direct services including emergency/transitional shelter, case management, transportation, advocacy, referral, childcare, etc. Own and manage housing in some cases.
18. Nonprofit Housing Developers - (St. Andrews, DASH, Habitat for Humanity, etc.)	Develop, own and manage affordable housing.

G. Public Participation

In 1998, the Consortium launched a major planning effort to develop its Consolidated Plan for 2000-2003. Extensive effort was made to inform the community and housing stakeholders about our process, including a mailing to over 600 organizations in the Consortium.

1. Affordable Housing

An informal, open group of interested parties called the “Housing Strategy Team” met five times in the fall of 1998, reviewing the current status of the housing market and local trends. Activities included:

- Published an updated housing needs assessment which will be used in the new Consolidated Plan. This included the results of a local study on the affordability of private market housing in King County.
- Coordinated with King County Housing Authority to explore new relationships in connection with public housing reform planning and implementation.
- Learned about the expiring HUD privately owned Section 8 properties in the Consortium, and explored what role the Consortium could best play in the years ahead to ensure no net loss of affordable housing resources.
- Reviewed and discussed Consortium objectives and performance targets for 2000-2003.

Approximately 40 individuals attended each meeting of the Housing Strategy Team, including representatives of United Way, suburban cities, housing developers, social service providers, mainstream systems serving people with disabilities, and HUD community builders.

In addition, three community forums were held to ascertain stakeholder input on how the King County Consortium should spend roughly \$7 million annually from the federal government to develop safe, affordable housing for low-income residents (outside the City of Seattle). Specifically, the community was asked what were their community’s priorities regarding affordable housing. The information is used to develop the King County Consortium Consolidated Housing and Community Development Plan for 2000-2003.

The forums were held in three regions of the County, representing the South, North and East. In total there were 44 participants, with the majority being from the South part of the County. The participants represented formerly homeless persons, shelter and senior housing providers, persons living in mobile home parks, and government employees.

2. Homelessness

In 1998, King County and the City of Seattle invested extensive time and resource in a major new continuum of care planning process: establishing the equivalent of a “local board” to guide our homelessness response for 1999-2000. Prompted by a request from homeless service providers and advocates in 1997 to step back and get a fresh perspective on how our region should best respond to the growing problem of homelessness, a letter was sent to hundreds of citizens, organizations, businesses, neighborhood groups, and local governments announcing the upcoming process and calling for nominations to serve on the Seattle-King County 1999-2000 Homelessness Advisory Group. Over 150 nominations were received and a representative, community-based body of 40 members was approved.

In ten meetings from January to June 1998, the Advisory Group examined each element of the continuum of care and brainstormed some initial strategies for strengthening our homeless response system, before a policy document articulating a set of regional priorities was released for public review and comment. To test how the recommendations addressed their needs, focus groups were held with residents of transitional and permanent housing programs at their facilities, and two meetings were held with refugees and immigrants and their advocates. Two local newsletters, *The Voice* and *Around the Block*, published articles about the document. In addition to intergovernmental review, the draft was distributed or meetings were held with numerous coalitions and committees throughout the region. On-going opportunities for the public to provide input arise as the County implements the recommendations through departmental budgeting and other planning processes, and by the McKinney Steering Committee’s guidance in framing applications to HUD for homeless assistance funds.

Comments from the Housing Strategy Team, and the community forums were included in the draft Consolidated Plan which was widely distributed to more than 100 stakeholders and interested parties. Presentations are planned to seven organizations with varied interests in community and economic development and housing. Both those receiving the mailing of the draft plan and those in attendance at community meetings were asked to comment on the draft plan.

For additional information, please refer to the King County Consortium’s Citizen Participation Plan located in Appendix A.

